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War Time Strikes and Their Adjustment. By ALEXANDER M. BING. New York: E. P. Dutton & Co., 1921. Pp. 329.

To bring together in the compass of one handy volume a complete record of the work of all war-time agencies dealing with labor disputes, is the task which the author set for himself; and he has done his work well. The volume is divided into three parts: the first dealing with the mediating agencies, the second with the principles or policies adopted by these agencies, and in the third, "The Psychological Background of Industrial Unrest," the author gives "a more detailed examination of the attitudes of capital and labor toward each other and toward the government, as well as the attitude of the public toward all three."

Part I is by far the most valuable portion of the book. Here the problems presented to the nation at war by the lack of co-operation and by the outright conflicts between labor and capital are described with intelligence and insight. "The difficulties which industry experienced in meeting the needs of the war and of the post-armistice period, were the result of pre-war difficulties rather than new ones created by the war emergency. Irritations caused by war conditions were added to previous bad industrial relations. As a result former difficulties were intensified, a large number of strikes occurred, and the government was forced to step in to overcome the impediments to production."

The government, however, had traditionally no policy of dealing with industrial disputes, except that of holding itself aloof from such conflicts; and at first it remained indifferent to these disturbances. But circumstances compelled action, and one by one the mediating and arbitrating agencies were created to meet particular situations, the organization and administration of the agencies being determined largely by suggestions of interested individuals rather than by any comprehensive labor policy of the government. The result was that the labor adjustment machinery in various industries worked independently of each other and sometimes against one another.

The first board created was the Emergency Wage Construction Commission, which dealt with labor conditions surrounding the building of cantonments. Then came the Shipbuilding Labor Adjustment Board, popularly known as the Macy Board, from the name of its chairman, which concerned itself with labor in the shipyards. The United States Shipping Board itself created an industrial relations division to adjust wages and working conditions on the boats, and a National Adjustment Commission was formed by agreement between the Shipping Board, the War and Labor Departments, the shipping operators, the American

Federation of Labor, and the Longshoreman's Union to adjust labor disputes between longshoremen and their employers. The Railroad Administration appointed a Board of Wages and Working Conditions and three adjustment boards, to deal with various classes of railway labor, while the Fuel Administration arranged an agreement between the United Mine Workers and the coal operators, and appointed labor advisors to assist in the administration of the agreement. In addition there were numerous special agencies created by the War and Navy departments to deal with special branches of industry, such as the Administration of Labor Standards in Army Clothing, the Arsenal and Navy Yard Wage Commission, the National Harness and Saddlery Adjustment Commission, and the Industrial Service Sections of Ordnance, Quartermaster, and Aircraft.

All of these were created and operated by agreement between government departments and employers and trade unions. Two other bodies came into being by presidential order. The first was the President's Mediation Commission, which dealt with disputes in the lumber industry, copper mining, the packing industry, and in others; arranged agreements in some of these; made a report to the president, and then went out of existence. The second was the National War Labor Board which became the best known and one of the most important of all war labor agencies.

The author's discussion of the policies and principles adopted by the mediating agencies is valuable as a record of the nature of the principles and policies adopted, but it is to be regretted that a more searching analysis of trade-union principles and practices as well as labor-management policies was not made, to help the reader to determine whether the principles and policies followed were sound and forward-looking.

Similarly the discussion of the psychological background of industrial unrest in Part III loses in value because too much attention is given to published demands made by trade unions and employers' associations, and not enough to detailed practices of both employers and unions in the shops from day to day. These practices and the reasons for them express the real motives of the parties to industrial conflicts, and they offer the most fruitful field for students of industrial psychology.

But as a record, *War Time Strikes and Their Adjustment* leaves little to be desired; and the value of the volume is greatly increased by excellent strike data and other official information compiled in ten appendices, as well as by charts showing the trend of money wages and real wages from 1914 to 1919, included in the chapter on wages.

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NEW YORK CITY